

High School Principal
As a Manager.

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THE HIGH SCHOOL PRINCIPAL AS A MANAGER

by

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Submitted in partial fulfillment of the requirements
for the degree of Master of Arts

University of Pennsylvania

Philadelphia, Pa.

June 1926

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PRINCIPLES OF ADMINISTRATION AND LAWS OF MANAGEMENT:	1
Policies and ideals	
Investigation	
Analysis	
Management	
Organization	
Selection, training, handling, and development of personnel	
Standards	
Making and using records	
THE PROBLEM OF MANAGEMENT:	4
The elements of management	
Unity of control essential in management	
DUTIES OF A PRINCIPAL:	7
Classification of duties	
Determination of responsibilities	
Discharge of responsibilities	
Working schedule	
MECHANICAL AIDS IN MANAGEMENT:	12
Work organizer	
Daily tickler	
Inter-communication form	
Sorting trays	
Filing system	
Efficiency desk	
Form rack	
Card memorandum system	
TYPES OF ORGANIZATION:	16
Line	
Line and staff	
Departmental	
Committee	
Suggestion system	
Functional	
Integrative	
PERSONNEL:	30
Introduction of new blood	
Selection for promotion	
Furnishing training and inspiration	
STANDARDS:	34
Control of quality	
Trend of quality standards	
Approach to quality control	
Constituents of quality	
Supervision:	
Purpose of	
Principles of	
Organization and system	
THE QUALIFICATIONS OF A PRINCIPAL AS A MANAGER	39
SUMMARY	40

LIST OF ILLUSTRATIONS

Duties of a principal classified	7a
Responsibility analysis graph	10
Operating points graph	11
Year's working schedule	12 a
Desk work organizer	13 a
Intercommunication form	14
Filing system classification	15 a,b,c,d
Line type of organization chart	17 a
Line and staff type of organization chart	17 b
Integrative type of organization chart	23 a
Office organization chart	27 a

THE HIGH SCHOOL PRINCIPAL AS A MANAGER

A principal directs the brains and skill of other men and therefore is called upon to exercise the profession of being an executive. The study made by Koos (1) reveals the fact that in answer to the question, "On what aspect of the work of the high school principal are we most in need of information", by far the greater number replied, "administration". No attempt will be made therefore to discuss technical details, it being taken for granted that most principals are well grounded in them.

The management of high schools is still to a large degree an empirical matter, but as the activities of principals have been examined more analytically it has become clear that there are a few basic principles, a knowledge or clear recognition of which is just as helpful to them as to managers in other lines of endeavor.

The principle of the division of labor is now widely known and applied, although perhaps to some it is associated more with the manual processes than to mental labor. Division of labor, however, must be accompanied by some form of coordinative influence to secure definite results. The effort of each worker must be coordinated with those of his fellow workers. In a large high school the personality and ability of a principal is not sufficient and recourse must be had to what has become known as system.

If there is added to the application of the division of labor the sub-functions of defining policies, organizing for

(1) Koos: The High School Principal, p. 57

operation and planning work, and the directing and executing of the work, the field of management is covered.

The foregoing presents in a more or less abstract way the principles to be used for guidance in the solution of our problem. A more concrete set of principles for the guidance of a principal in his work as a manager of a modern high school is given by Herbert H. Foster. (1) They are as follows: The Principle of the Precedence of Training, Principle of Maximal Delegated Authority, Principle of Integration, Principle of Initiation, Principle of Maximal Administrative Participation, Principle of Adaptation, Principle of Definiteness of Function, Principle of Relative Values, Humanizing Principle, and the Principle of Duration of Membership. The application of these ten principles in what follows will be recognized by those who are familiar with them.

Likewise, there are certain fundamental laws which govern the managing of any school even though they may vary so far as technical details are concerned. The main ones (there are others, though not so important) are:

Policies and ideals:- To insure success we must have well defined policies, and especially those founded upon correct ideals. Policies usually prescribe the manner in which purposes are to be accomplished. "Ideals are the spirit of the enterprise, the thought behind the purpose." Foster in his new book on High School Administration begins with this point of view by Discussing "The Need for an Administrative Philosophy".

Investigation:- It is encouraging to note the increased demand for facts bearing upon educational problems. It is so

(1) Herbert H. Foster: High School Administration, chap. II.

much easier to form opinions, voice impressions or take things for granted than to dig up facts patiently. Investigation means this careful examination to discover all the facts.

Analysis:- The taking of the gathered information and breaking it apart and examining each part separately and determining its relation to the whole is a process familiar to educators. It is but a part of the scientific method. We gather the facts; test, organize, and classify them, and then apply them in a common sense and practical way to the solution of our problem.

Management:- This is the art of producing results from an organization in the most efficient manner.

Organization:- The plan by which the various duties and functions of these three elements: viz., work, personnel and materiel, are utilized, coordinated and harmonized for a common purpose is called organisation.

Selection, Training, Handling and Development of Personnel:- The human element is the most important element in high school management. Few principals know the principles of scientifically selecting, thoroughly training, intelligently handling, and systematically developing human beings. Supervisors obtain results in direct proportion to their ability in these directions. The efficient selection and use of the materiel elements depend upon the human element. And what a principal will accomplish depends to a very great degree upon how well he can train, utilize, and direct the mental and physical energies of those under his control.

The working together of many individuals for a common purpose is secured through a combination of good management, organization,

4

supervision, discipline, and high ideals. The ability to do this measures the quality of leadership.

Standards:- The determining and fixing of these is as important to the school as is the formation and fixing of habits to an individual. They mark the approach to ideals.

Making and Using Records:- Progress and the direction of progress is determined by the use of this law. Properly used it becomes the compass of the principal to determine his course and direction.

The rest of this paper will be devoted to enlarging upon some of these laws or principles, particularly as they relate to the problem of the principal as a manager or executive.

THE PROBLEM OF MANAGEMENT.

Management is the correlation of the details of operation of an enterprise so that it will work as a harmonious whole toward the desired goal. Its subdivisions are: 1- The establishment of major policies, 2- The planning for, and setting up of an organization to carry out these policies, 3- The operation of the enterprise through this organization.

"In respect to managerial duties, nearly 95 per cent of the principals report that they outline their policies to their assistants and teachers from time to time, solicit their criticisms and suggestions, and seek to organize their staffs into effective, enthusiastic agencies of administration". (1)

This statement sounds democratic, but if it is accepted literally that "they outline their policies to their assistants

(1) C.O.Davis: The Duties of High School Principals, School Review, XXIX, pp. 337-350.

and teachers," it violates the principles of a true democracy. "In a true democracy every person is a unit, participating in so far, and in such ways, as his personal qualifications and status permit." (1) If we accept this philosophy, supervisors, department heads, teachers, and even the pupils should have a voice in the determination of these policies in so far as the talent, training and experience of each permits.

Also, "If the individual is to become a free-operating, responsible personality he must have a voice in determining the ideals of work and a share in working them out. Only by making adequate provision for a shared life will it be possible to make the high school a vital social organization-- a real practise ground of and for intelligent democracy." (2)

The ideal of a principal should be one of service and counsel to his subordinates. Cooperation, or the lack of it, springs from ignorance of the policies and ideals which are operative. The placing of these in writing is to be desired since it leaves no opportunity for individual coloring.

Policies and ideals are useless unless they are known and practised by all. To keep them before the teachers and pupils, many schools have a hand-book setting forth the ideals or the most important policies. Here especially, the department head plays an important part in interpreting ideals or policies to the new teacher, also in seeing that he is properly introduced to the Faculty and pupils, and acquainted with the school plant. The elements of courtesy and fair play are never more important than under this section.

(1) Herbert M. Foster: High School Administration, p. 29

(2) Harry L. Miller: Directing Study, p. 217.

The Elements of Management.

The administrative elements as set forth by Dr. E. D. Grizzell of the University of Pennsylvania in his course in Secondary Administration are: Work Elements, consisting of pupils and curriculum; the Personnel Elements, consisting of instructional staff, non-instructional staff, supervisory and advisory agencies, auxiliary agencies, and pupils; the Materiel Elements, consisting of buildings, grounds, equipment, and supplies.

Management comes into play as soon as a high school opens. In the directing of an established school, organization goes on continuously and is a part of management. There is no essential difference between the first assemblage and correlation of these elements, commonly called organization, and the subsequent re-correlations in the adding of new departments, new teachers, and new equipment, commonly looked upon as coming within the province of management.

Unity of Control Essential in Management.

In the directing of a business, the guiding of a ship, or control of an army, there is an advantage from centralized control. This does not infer that in a high school the principal shall be arbitrary and dictatorial, but that he must make the final decision and be responsible for the outcomes of his course of action. The school then, must be controlled by the management, and not by the supervisory agencies, nor by the interests of the teacher or the public.

The principal must not conduct the school in the interest of any particular group, but must consider the school as an entity and conduct it for the ultimate benefit of all the interests represented, and primarily for the benefit of the pupils.

DUTIES OF A PRINCIPAL.

"Obviously, all the management is ultimately for the sake of rendering the training of the child possible." This is quoted in justification of the overlapping that may appear in the accompanying chart of the duties of a principal.

H. D. Fillers classifies the duties of a principal into two main divisions of curricular and extra-curricular, and under each the sub-headings of I- Clerical, II- General in control, III- Inspectorial and coordinating, and then enumerates under each the duties common to most principals. As he points out most of these can be delegated, while many more will be finished shortly after the opening of any semester, with the others distributed over the entire year. (1) I shall not repeat these but rather set up a procedure by which any principal may determine his own responsibilities before attempting to delegate any of them, or to direct and execute his work for the year.

The first step in our procedure would be the determination of the responsibility points for the principal and the method of discharging his responsibility for each responsibility point.

By responsibility points, I mean every point in which the principal could be held responsible if he fell down on the job. It simply means making a list of all the things for which he is responsible as the head of an institution.

It is not an uncommon thing to find principals who do not know all their responsibility points. There are several reasons for this. Often their job has changed with changes in methods; sometimes the organization has changed; and sometimes the question

(1) H. D. Fillers: The Managerial Duties of the Principal, School Review, Vol. XXXI, pp. 48-53.

TEACHERS

Show appreciation and personal interest.
 Train them for better work.
 Get them to make suggestions.
 Make deserved promotions.
 Train through faculty meetings.
 Support them in discipline.

STUDENTS

Determine progress in the direction of their needs; physical, social, vocational and intellectual.
 Provide for intellectual differences.
 Provide training in study.
 Provide group training.

THE PUBLIC

Meet newspaper men and issue statements.
 Attend public functions.
 Show civic interest.
 Cultivate favorable public opinion.
 Keep educational standards high.
 Cooperate with worthy outside agencies.

CURRICULA

To meet community needs.
 To meet the needs capacities, and interests of pupils.
 To develop experimental attitude toward the materials of instruction.

Organize

Deputize

MY DUTIES

Supervise

Produce

SUPERVISION

To secure continuity in the educational program of the child.
 To secure all the conditions that tend to economize the time and effort of learner and teacher.
 To secure the maximum development of teaching efficiency.

EXTRA-CLASSROOM ACTIVITIES

To secure participation in social life suited to the interests and capacities of pupils.
 To develop social ideals and habits of conduct in conformity with the highest standards.
 To discover and develop capacities for leadership.
 To develop in all habits of responsibility either as leaders or as members of a group.

of his definite responsibilities has never been determined.

The making of an analysis of his job is not an easy task. In fact, the more experience a principal has the harder it is many times, because he uses his knowledge and skill on the job so unconsciously. A complete analysis, however, serves in the first place to define clearly the responsibility points in the particular system and school where he works; secondly, it may uncover points about which responsibility has not been clearly defined as between those above and below himself. Third, it may uncover unassigned points which may become sources of friction or which may result in lack of efficiency later.

To make this concrete, let us take just one responsibility of a principal and analyze it. One of the responsibilities of the principal is to secure the record of attendance of pupils.

This job of securing the school attendance record consists of several operations such as having the pupils in their seats and the room quiet at a certain time, calling the roll or checking the vacant seats, writing the names of the absentees on the absentee sheet, calling back the names of the absentees for verification and removing the names of those who came in after roll call, and finally sending or bringing the absentee list to the office.

Each of these operations has one or more operating points, that is, an operating point is where an operation reaches a point that somebody must do something. Any point where human intelligence, knowledge or skill comes in can be designated as an operating point. These operating points may come singly, one after another, and sometimes two or three at the same time.

The first operating point in this illustration is the homeroom where the teacher must be present to take the attendance. Second, the calling or checking the roll; third, the writing or the having written of the names of the absentees; fourth, verifying the list; fifth, having the list transmitted to the place of its reception.

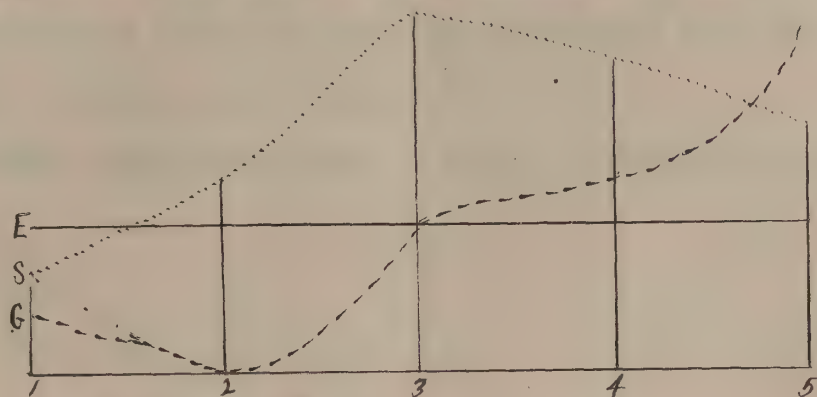
The job of the principal is to cover all operating points, and his supervision will be effective in proportion as every operating point in every operation, in every job, in every department is covered. These operating points may be classified into high and low depending upon the amount and carefulness of supervision required.

The second step of our procedure is the determination of how he is expected to discharge these responsibilities. In general there are two ways of discharging responsibilities; he may observe, check and direct personally, or he may permit those under him to act upon their own responsibility provided it does not conflict with the principle of ultimate control as laid down by Foster, viz., "The high school principal is in control of the institutional aspects of the school work, and any one who at any time participates in that work does so as his assistant." (1) The high school principal must necessarily retain ultimate control over those functions that demand unity throughout the school, because all such are strictly matters of the school as a whole.

A third method of discharging responsibilities is that of reporting, in which case somebody reports before acting and he tells him what to do; or somebody reports and he directs that somebody do the acting.

The determination of each of the points of responsibility and how each responsibility should be discharged calls for the making of a responsibility analysis mentioned in the foregoing.

Let us take a cross sectional view of some of the responsibilities of a principal arranged as to high and low operating points, and how he may attempt to meet them.



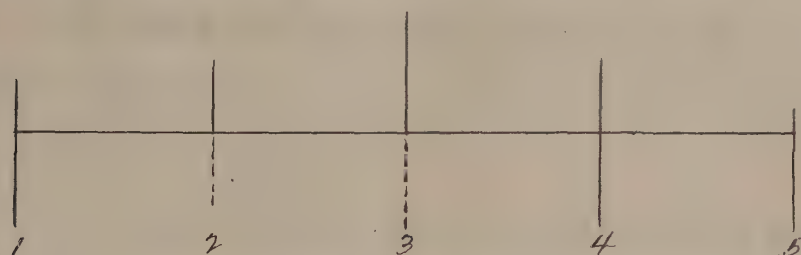
- 1- Schedule making.
- 2- Seeing that the materials of instruction meet the needs of the pupils.
- 3- Improvement of instruction
- 4- Discipline
- 5- Records and reports.

An examination of the lines on this chart will illustrate what is meant. Line "E" represents that principal who may boast that he does not slight anything and gives everything equal attention. The result is clearly evident. Line "G" shows the line of activity plotted from the effort of a principal who prides himself on knowing his job and seeing to everything. In the business world he would be called a "swivel chair artist". The amount of over and under emphasis because of lack of scientific study of his high and low operating points is striking. On the other hand, line "S" shows what is the ideal outcome of a scientific analysis.

I will digress long enough to remark that a point often overlooked by those who criticize an administrator is, that a school is a "going concern", and that while it might be more

desirable perhaps to stop long enough to make an analysis of responsibility points, and to study the present and potential abilities and capacities of the teachers, and then launch a democratic plan of administrative participation, such a plan is not practicable. However, this should not deter an administrator from the making of a job analyses and gradually plotting a graph showing clearly his high and low operating points and at the same time showing how they are to be met.

A small portion of such a chart might appear as follows:



- 1- Deans on attendance and lateness.
- 2- Reports of mis-conduct to be sent to parents.
- 3- Record and reports to be sent to the superintendent.
- 4- Good housekeeping.
- 5- Lunch room service.

The lines above the horizontal show those responsibilities for which the principal holds himself responsible or is held responsible. Those below represent with a solid line the responsibilities delegated with full authority for action, and those with dotted lines indicate where reports are called for before authority to act is granted, or action is ordered. After a careful scientific study of the time consumed by each, these might be plotted on a percentage basis.

A very helpful analyses of administrative duties and the making of a working shhedule, without any attempt at evaluating responsibility points, is given in Cubberley's "The Principal and his School".

The accompanying chart shows another form of working schedule on which a principal may indicate his year's program. A brief explanation will, perhaps, clarify what appears upon it.

Assemblies are held Tuesdays and Fridays. Where the teachers are paid by check the first of each month, the checks have to be signed by the principal every month anywhere from the 28th to the 31st, depending upon the last day of each month. If the principal has a cabinet of department heads, he would meet them daily just before school begins. Commencement is to be held on June 26th. The date in the month column and the x on the day of the month column may be used, or the line connecting the two, or both, as you may prefer.

One sheet might be used for the principal's major personal responsibilities and others for delegated responsibilities. Or, both may be put on the one sheet and the name of the person to whom the responsibility is delegated can be indicated by his name, initials, or title.

MECHANICAL AIDS IN MANAGEMENT.

Probably of all the office specialties devised to assist executives in handling their paper work, the Work Organizer is the most efficient. It is a series of overlapping leaves of flexible, durable, paper or Fabrikoid with visible index holders at the bottom of each leaf. They come in a variety of sizes and number of leaves, and may be used on the top of a desk or placed in the desk drawers.

One suggested use is to place all incoming papers in the first pocket labeled "Incoming Mail" or "For Attention" or "To be Considered". When the principal is ready to give attention

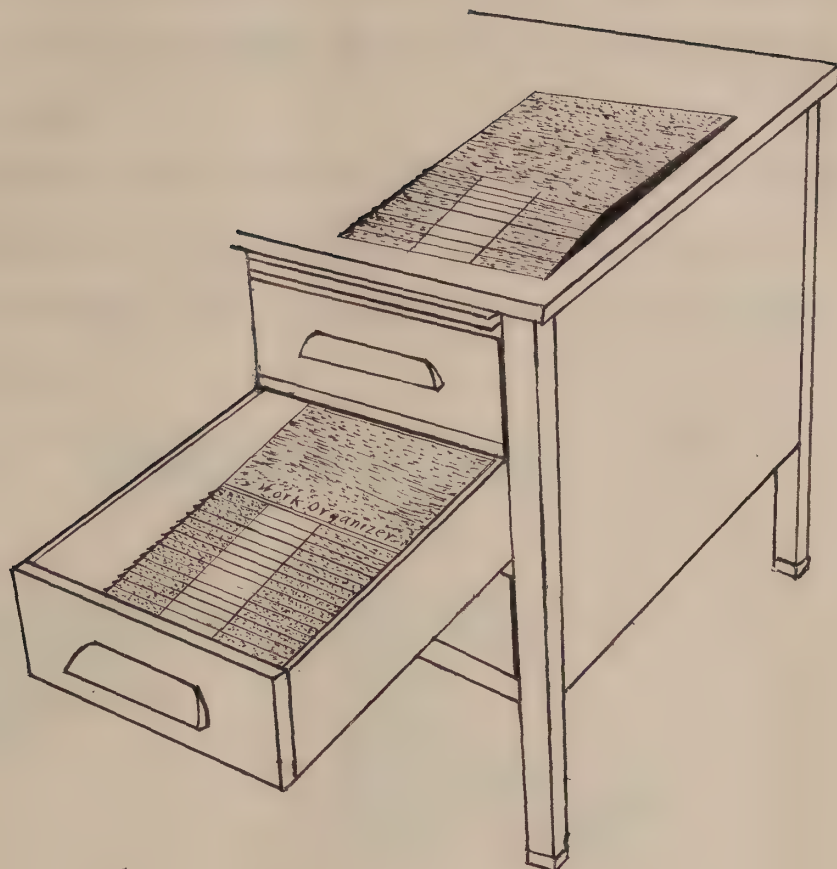
to this material, he takes the papers out and makes his decisions regarding them. He pencils his notations on the margin of those letters or papers requiring answers and places them in the second pocket labeled "To Dictate". Those papers that have to be referred to his executive personnel, he puts in pockets labeled with the names of the executives. In a high school each department head, the Secretary, and the Plant Engineer would have a pocket.

If there is a matter that requires action today but which cannot be decided conveniently at that moment, it may be filed under "Requiring Action Today". If more time is required, file under "Pending". The less placed under this latter heading, naturally the better.

After the stenographer has written the replies they may be placed in a pocket labeled "To Sign" and thus kept from sight. Copies of letters and other material to be kept are put under "To File" awaiting their removal by the stenographer to the filing cabinet.

Other labels suitable for a high school would be "Assembly", "Requisitions", "Next Term", etc. There are many others the titles of which will suggest their use, such as "Books to Read" (when convenient), "Ideas" (to be thought through later), "To Do" (at some future and convenient time). Other labelings will grow out of experience and personal preference.

A daily "tickler" is also a very essential part of the principal's equipment. This can be devised from an expanding envelope with the pockets numbered from 1 to 31 for the days of the month. By placing in the appropriate pocket the material to receive attention that day, it will come up automatically



at the proper time. Folders in a vertical filing system thus numbered are also convenient.

The first thing in the morning the contents of the tickler for that day can be transferred to the work organizer for consideration. This works very effectively, especially where a principal has his department heads report every morning just before school opens.

In conjunction with the work organizer some 3 x 5 cards printed as follows and to be checked at the left of the appropriate statement, will save much time in the process of intercommunication:

OFFICE OF THE PRINCIPAL	
	Date
Referred to:	For:
(Heads of Depts.	Approval
Plant Engineer,	Attention
Secretary, or	Comment
other executive	Report
officers)	Reading
	Reply direct
	Return to Principal
	Need not return
	File
Remarks:	

Another helpful method of sorting material and keeping the desk cleared for action is the use of wooden trays or wire baskets. These may be purchased separately or in tiers, and then labeled and used for such purposes as "Incoming Mail", "Immediate Action", "Pending", and "Outgoing Mail".

Because of the breadth of the field covered by the correspondence and other material received by a principal, a solution to the problem of filing contributes in no small degree to the effectiveness of the principal as a manager.

I have therefore divided the material to be filed into twenty main groups. If these are numbered from 01 to 20, then the group under which any material is filed can be recognized by the first two figures marked upon it. (See index sheets)

The next two figures, 01-99, provide for a wide range of sub-topics under these main headings, and further sub-subtopics may be designated in like manner. Thus: 010511 would indicate material belonging to the main group, Administration; 05 would indicate Department; and 11 would be a particular department head under Personnel. Or gain, 190510, Teachers, Faculty, Committee. The folder in which this material is placed would be filed alphabetically according to the name of the particular committee placed on the folder, or if desired two additional figures could be used to indicate this further refinement. The subtopics given under these 20 main groups are some now being used in a large high school with which the writer is familiar.

Another numerical method of filing is to omit these main groups and to arrange all these sub-topics alphabetically, giving to each letter in the alphabet its appropriate number from 01-26. The next set of two figures would indicate the specific sub-topic desired, and the third set a still finer classification.

By either method the principal can very readily indicate with a pencil, from a typewritten code sheet kept before him, the code number for filing, and an inexperienced file clerk can sort and file this material accurately.

If a principal does not have a modern efficiency desk with a center drawer partitioned for paper clips, rubber bands, pens,

152

FILING SYSTEM

01 ADMINISTRATION

- Advisors
- Board of Education
- Calendar
 - Opening of term
 - Close of term
 - Next term
- Clerical assistants
- Department
 - Subjects
 - Personnel
- Documents- state
- Forms
 - Attendance
 - Lateness
 - Receipts
 - Scholarship
- Handbook
- Investigations and research
- Janitors
- Management
- Principal
 - Duties
 - Meetings
- Procedure
 - Receipt of students
 - Admission of students from outside
 - Admission of students from foreign countries
 - Students in danger of not graduating
 - Students who failed to graduate
 - Change of course
 - Transfers
- Reports
 - Annual
 - Student
- Roster
 - Restoration periods
 - Special
 - Study periods
- Salaries
- Tests and measurements
 - Intelligence
 - Re-examinations
- Vendors

02 AUXILIARY AGENCIES

- Alumni
- Awards and prizes
- Charities
- Class memorials
- Essays and competition
- Gifts to school
- Medals
- Scholarships (All agencies granting same)
- Welfare work

03 BUILDINGS AND GROUNDS
Architecture of schools
Assembly room
Electric lights
Fire protection
Infirmary
Lunch room
Print shop
Store room
Swimming pool
Temperature
Toilets
Ventilation
Windows

04 CURRICULUM
Course of study

05 DISCIPLINE
Automobiles
Cheating
Delinquency
Excuses
Lateness
Neighbors
Police
Punishments
Smoking
Suspended boys
Thefts
Traffic
Truancy

06 EQUIPMENT
Blackboards
Furniture
Desks
Keys
Lanterns and lantern slides
Lockers
Phonographs
Swimming pool
Telephones
Typewriters

07 EXTRA-CLASSROOM ACTIVITIES
Assembly
Athletics
Bank
Clubs
Dances
Entertainments
Field Day
Hi-Y
Moving pictures
Oratorical contest
Print Shop

07 EXTRA-CLASSROOM ACTIVITIES (cont'd)

- Senate
- School paper
- School play
- Speakers
- Special days
- Student government

08 FINANCE AND COSTS

09 GUIDANCE

- Bible readings
- Educational
- Junior employment service
- Positions wanted
- School counselor
- Speech defects
- Thrift
- Vocational

10 INSTRUCTION

- Dalton Plan
- Study

11 LEGISLATION

12 LIBRARY

- Periodicals

13 PUBLICITY

- Clippings
- Speeches

14 PUPILS

- Attendance
 - Compulsory
- Averages
- Certification
- College entrance
- College record of students
- Distinguished and meritorious
- Drop outs
- Graduates
- Medical inspection
- Parents
- Scholarship, rewarding of
- Special students
- Special consideration
- Vaccination

15 SCHOOLS

- Evening high school
- Grammar schools
- Junior college
- Junior high schools
- Normal school
- Senior high schools (all others in the city)
- Summer school

16 SOCIETIES AND FRATERNITIES

Educational societies

Fraternities

Honor systems and societies

Phi Beta Kappa

Secret societies

17 SUPERVISION

Observations

Supervised teaching

18 SURVEYS

19 TEACHERS

Absences

Applications

Certification

Directions to

Faculty

Committees

Former members

Meetings

Personal data

Miscellaneous

Rating

State Retirement Fund

Teachers for next term

Transfers

Tutoring

20 TEXT BOOKS AND SUPPLIES

Covers

Inventories

Reference books

Song books

Text book list

Text book procedure

Text book orders

Text book rebinding

and other office supplies, these sections may be purchased separately, or wire partitions to be screwed into the bottom of the desk drawer may be bought.

For convenience have the manual training department build a small rack of six shelves 9" x 12" and one inch apart. This provides ample space for sheets of letter paper the ordinary size and other printed forms commonly used of the standard sizes, 3 x 5, 5 x 8, and 4 x 6. This saves opening a desk drawer or having the frequently used forms scattered upon the top of the desk or work table.

For the making of notes and the filing of personal data of vest pocket size, a pocket card system under the trade marked name of "Memindex" provides a leather case with small cards to be carried in one's pocket. These are transferred to a wooden container and filed back of printed index cards by dates or alphabetically. Other material may be filed back of appropriately labeled subject guide cards.

TYPES OF ORGANIZATION

In the explanation which follows the illustrations are chosen from business, but they are equally applicable to the organization of a school.

Line Organization.

The "line" type of organization for the distribution of authority is the one most commonly found within the separate high schools. This form distributes authority easily, and fixes responsibility definitely.

The disadvantages of this type are that the principal cannot have the knowledge or training necessary to satisfactorily hire

teachers, supervise them, attend to discipline, order supplies, and plan work. The result is the neglect of the important for what is unimportant with consequent friction and waste of energy. (See chart)

Line and staff organization.

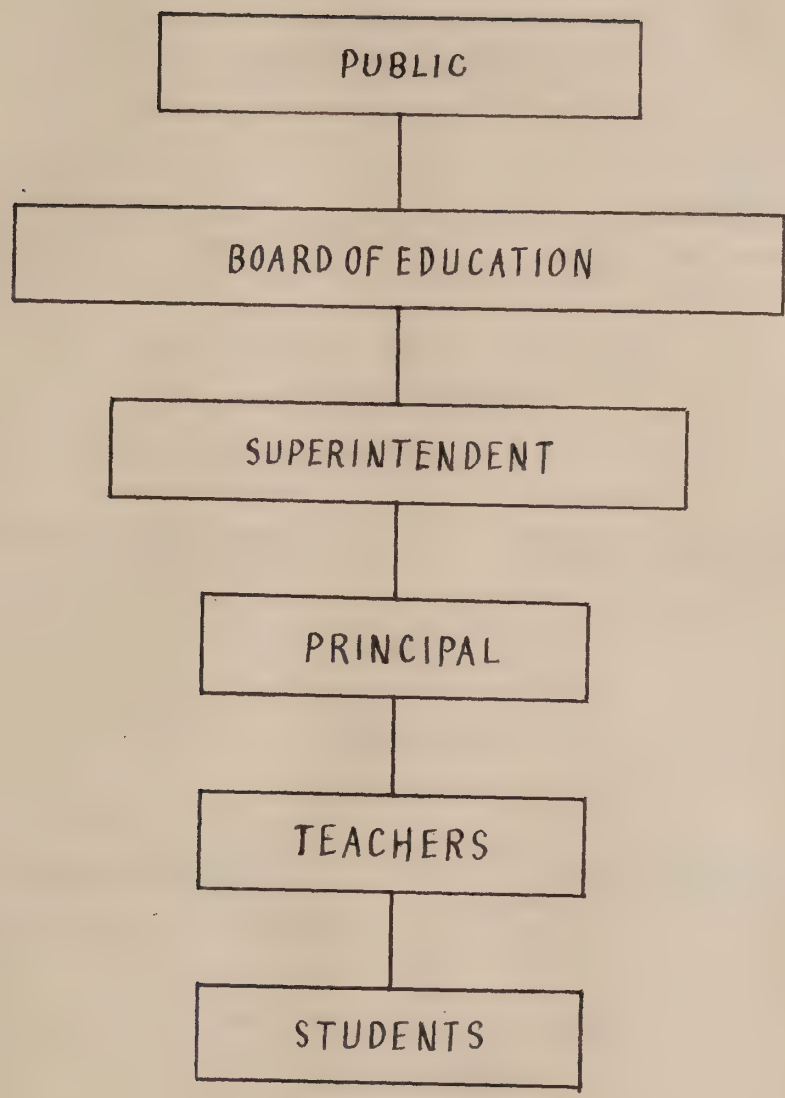
In the larger public school systems "staff" advice has been added to remedy the defects of the pure "line" type of organization. Such assistance has been common in such work as music, art, etc., and is now extending to nearly all the other subjects, and to a great many phases of supervisory work. (see chart)

Departmental Type of Organization.

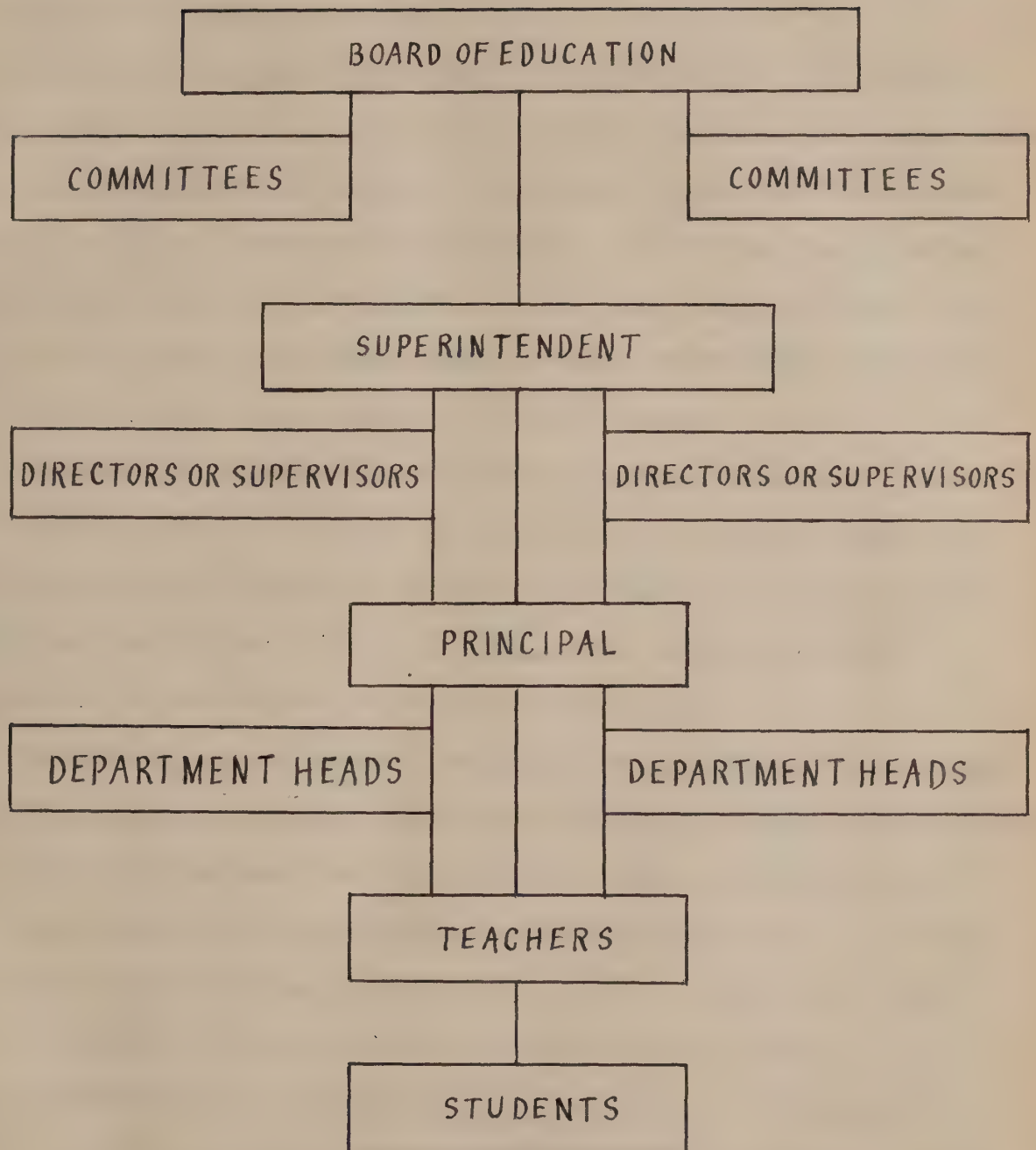
The "departmental" type is an outgrowth of the line type and it may and does usually include many of the features of the line and staff. In the purely departmental type a department such as the Commercial would teach the English peculiar to business, and likewise the Mathematics. In the purely "functional" type of organization the Mathematics Department would teach all Mathematics in the school, the English Department all the English, and so on through each department. The selection of either of these types by the management would depend very largely upon the ability of the teachers or the attitude of the department heads.

The "Committee" Type of Organization.

In this type we have democracy in management as opposed to the arbitrary and autocratic control exercised under the line organization. Actual power to control is not surrendered by the Principal, but help is asked and obtained not only from the staff specialists but also from the department heads, and the teachers themselves. This is accomplished by the forming of committees which committees meet with and make recommendations to the principal.



LINE TYPE OF ORGANIZATION



LINE AND STAFF TYPE OF ORGANIZATION

Favorable action by the principal enacts the recommendations into "law" and future orders are issued in accordance therewith. Such recommendations may cover any of the activities of school life, in fact nothing is too small or too large to be brought to the attention of the principal.

Operation through committees has its drawbacks of course. Instantaneous action is almost out of the question; for even though special meetings may be called, the purely mechanical business of getting all of the members together, explaining the problem and then arriving at a decision, is far too slow a process for many of the emergencies that must be met. Committees, therefore, are seldom vested with purely executive powers.

However, in matters where time is not so important, which for instance call for concerted action at some future date, or where specialized knowledge in several fields is required, the committee plan offers tremendous advantages which more than compensate for any delays that may be incurred.

The effectiveness of any committee depends in a large measure upon its chairman who must be strong enough to direct the discussion and to keep it focussed on the question under consideration.

Committees are formed for some specific purpose (1) and confine their deliberations strictly to limited questions. They should consist of the men who are most familiar with, or are at least interested in, the question or problem, and represent as wide a distribution within the organization as possible. In this way such committees achieve the two important objects of formulating a plan of action and at the same time distributing the sphere of influence looking to its execution. This makes for better coordination because every member is familiar with all angles of any

(1) Foster: High School Administration, pp. 103-4.

problem, and further having had an active say in the decision, the whole hearted cooperation and support of every one is assured.

Election or appointment to these committees is an honor to be striven for, and comes as a reward for the taking of an intelligent interest in the work or activities of the school.

The Suggestion System.

This is not a distinct form of organization but may be used as an adjunct to any type of organization. The organization for handling the system may consist of appropriate committees or by the principal alone. Like the committee type there is no limit to the activities of the school concerning which suggestions may be given.

Public acknowledgment to the Faculty is a worthy and effective means of keeping up interest.

The benefits to be derived from such a system are: stimulation of the interest of teachers in their tasks; improvement of the school community; and keeping a line on teachers deserving of promotion; etc.

Functional Organization.

The functional organization devised by Dr. F. W. Taylor is based on the theory that the function to be performed and not the line of authority is the all important thing.

Under this plan special functions of work which are common to all departments, such as testing, guidance, etc., are placed in the hands of a man who is specially qualified to give his particular attention to each of these functions. Instead of the Principal or Department Head giving his attention to all the factors in one department, various directors, counselors, or advisors, known as functional directors, counselors, or advisors give their attention to one specific function in every department.

This is a valuable step forward as it is the means of bringing special knowledge and training into immediate and direct touch with the teacher at his daily tasks. Where applied in industry in its pure form it has not always been successful due to the workers objecting to having too many bosses, and also because it was hard to bring these functions together to work in a harmonious plan. When modified, however, it has been made successful. This modification is found under the integrated organization described later.

Many schools work as follows:- A strong and capable and forceful man is elected by the Board of Education to become Superintendent. He already finds or selects a body of assistants in the form of associates, directors, or supervisors and puts it up to them; they put it up to the Principals, and the Principals put it up to the Department Heads and the Department Heads put it up to the teachers.

In this way the one supposedly with the least training is ultimately made responsible. This is essentially true in the majority of our high schools today.

This is built upon the assumption that the teacher knows the best methods of getting the results demanded of him; that the best men are chosen for each teaching position, and that the department head knows the best way to handle and train his teachers, and that the principal knows the best methods of organizing, administering, and supervising all the elements under his control.

Because this organization is simply one of delegating authority without providing any information, knowledge, or expert judgment to produce the desired results, it is to be condemned.

The "Integrative" type of Organization.

What is needed is a combination of the best points of all the types of organization just described. Because we are dealing with human beings, an analogy from life is most fitting. The human body depicts the most perfect form of organization.

The brain takes care of the executive duties. Divided as it is into three parts, it exercises judgment and reason through the Cerebrum which is the chief executive. The Cerebellum, or first assistant, directs and coordinates the organs of performance; such as the hands, feet, mouth, etc. The second assistant, Medulla Oblongata, directs and coordinates the actions of the maintenance or service functions such as digestion, respiration, circulation, etc.

The eyes, ears, nose, tongue, etc., each a specialist, serve the brain as expert counselors. They have no authority within themselves to make decisions for the brain, but offer advice and guidance in the forming of judgments and the rendering of decisions.

The organs of service or maintenance in the human organism are the heart, lungs, and stomach. Their work is highly routine in nature and is usually performed at a comparatively low rate of speed and automatically. In an emergency, however, they can be called upon to work at a higher rate of speed.

Finally come the organs of performance, such as the hands, feet, and mouth. Unlike the organs of upkeep these performers or doers work strenuously for shorter periods of time. The resulting fatigue demands periods of rest in which to recuperate.

In order that they may do their work most effectively all the other organs of the body contribute to them. They are the line organs of the body, and receive orders and directions through the nerves.

This integrative type which follows nature's plan is the plan best adapted to the majority of secondary schools. It provides the following: a line division for authority and performance of actual teaching tasks; the staff division for counsel and instructional control; the service or upkeep division for the maintenance of the school; the executive division for the direction and coordination of all the above divisions.

The fundamental idea on which development of educational organization has been advanced is that of function. It has been the awakening comprehension of the breadth of possible accomplishment through specialization of individual units functioning together rather than concentration of management duties, that has brought about a growing development and an increasing appreciation of the importance of management organization.

The most profitable developments have been the formation of more or less independent units formulated and actuated under general control to perform definite and detailed functions. It is this idea that governs the "integrative" type of organization.

It is not within the province of this paper to outline the definite and detailed functions of each of the functional directors, counselors, or advisors, their qualifications or tenure, but investigation reveals the fact that each one exists in some school organization. The contemplation of what could be accomplished by having all of them in one school is alluring.

To make this evident it will be necessary of course to indicate briefly how it is contemplated that such an integrated organization would function, and at the same time the results to be obtained from such functioning.

To assist the principal we would have functional directors, advisors or counselors (whichever title you prefer) corresponding to the chief functions now being performed by principals with varying amounts of assistance and degrees of success. These would be a Research Director, Director of Activities, Guidance Director, Health Director, Librarian, Plant Engineer, Storeskeeper, and Clerical Director. Also there would be the usual heads of departments who would have a much better opportunity for functioning in a truly supervisory capacity.

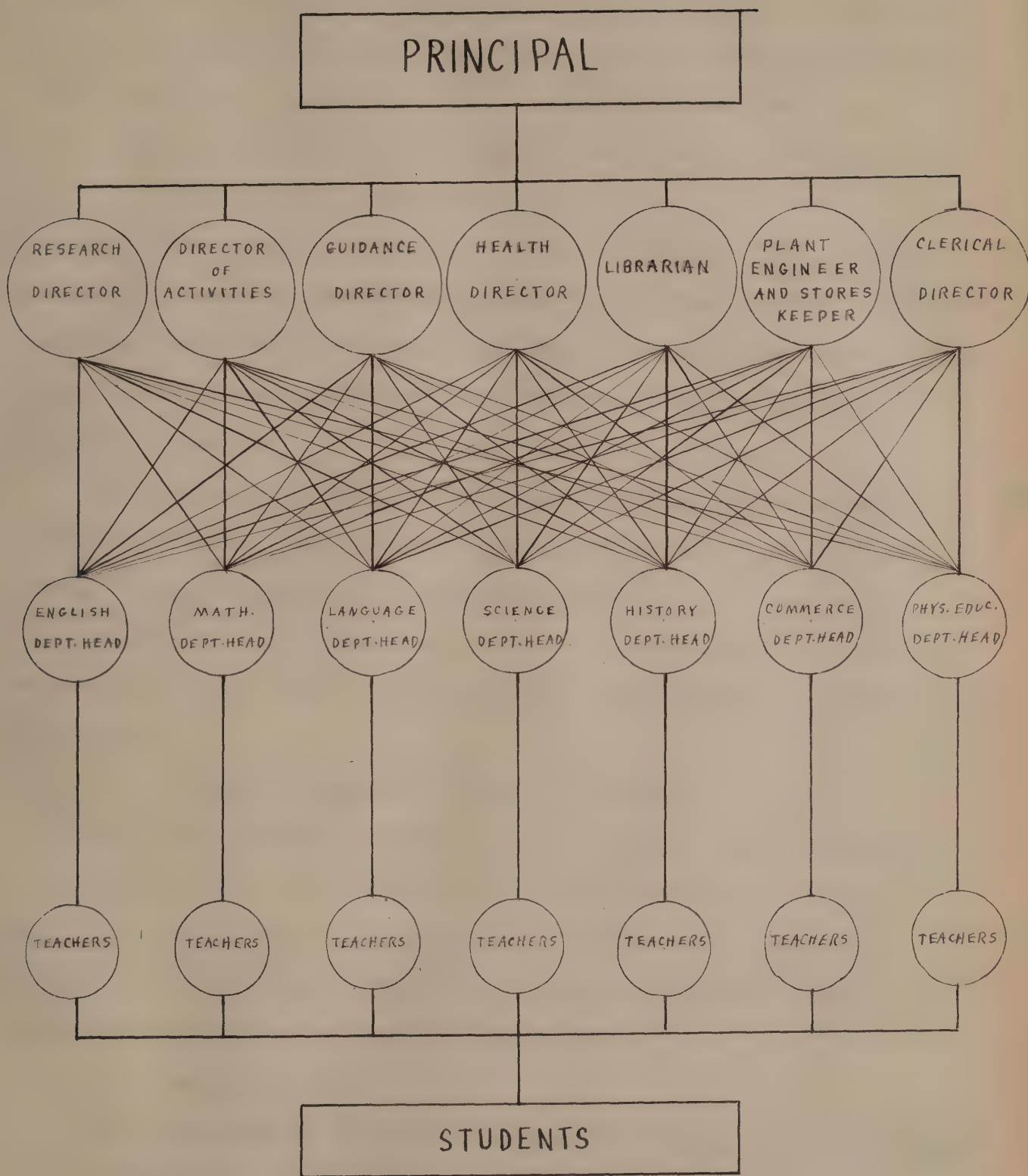
In order to avoid the objection raised under the pure form of functional organization to too many bosses, the department heads would function between these staff specialists and the teachers. (See chart) Although the chart does not show these various directors as coming into personal contact with the pupils, yet such would have to be the case, but under the direction of the principal.

A brief statement of how each of these staff specialists and the department heads would function now follows:

Research Director.

Cubberley says: "We may expect before long, too, that teachers will be supplied with such information regarding each pupil who comes to them to be taught, and that they will be expected by supervisory officers to get results according to the material they receive with which to work. Just at present cities are trying to do this new work by creating Efficiency Departments and Bureaus of Research, but the work is too large and too important to be handled by such centralized methods." (1)

(1) Cubberley: *The Principal and His School*, p. 503.



INTEGRATIVE TYPE OF ORGANIZATION

Therefore, each high school should have some one whose duty or function it is to direct this work. His duties in part would be to prepare standardized tests, diagnostic tests, prognostic tests, subject tests and examinations; correct, tabulate, and report all tests; outline and conduct experiments; assist in classifying and promoting pupils; assist in the testing and improvement of instruction; advise regarding study methods and supervised study.

Director of Activities.

His duties would consist in part as follows: To provide assembly programs; supervise all clubs and other student activities; organize and conduct fire drills; supervise the lunch room; direct social activities; supervise the finances of extra curriculum activities, etc.

This whole problem is most fully treated in the December 1925 and January 1926 numbers of the School Review by Paul W. Terry of the University of North Carolina.

To assist this director, or in the larger high high schools as an associate, there would be a Dean of Girls whose duties would be similar.

Guidance Director or School Counselor.

While the counselor makes use of tests for the gaining of information, yet in the light of his manifold duties, I feel that he should be a separate member of the staff. Uhl in his Principles of Secondary Education, page 396, gives a very good description of "The Work of the Counselor".

Health Director.

The functions of this position are to a large extent performed in most high schools by the Director of Physical Education.

However, I have in mind a broad health program which would include classroom heat, light, and ventilation; advice and guidance to maintain if not improve the health of the teaching force; sanitation throughout the school plant; accident prevention, etc.

Cubberley in "The Principal and His School" gives an excellent outline of the scope of this work as related to the elementary school in the 12th chapter, "Health and Sanitary Control". The same program is equally applicable to the high school and especially desirable.

Here also a woman assistant or associate, possibly in the position of school nurse, would be required for co-educational schools.

Librarian.

Under any of the forms of individualized instruction there is an increased need for and use of a library. Lucy L. WWilson, Principal of the South Philadelphia High School for Girls, cites as a "hard cold fact" in the operation of the Dalton Plan: "Three times as many children use the library; twice as many take out books." (1)

The conventional needs and uses of the library are discussed fully in F. W. Johnson's "The Administration and Supervision of the High School", chapter XVI, "The High School Library".

Plant Engineer.

"The School Janitor and His Work", chapter XI in Cubberley's "The Principal and His School" gives his duties in an elementary school. These hold true for a high school, but with the large number of high schools offering vocational work involving the use of machinery, it is important that he be more highly trained mechanically. Also the greater number of extra curriculum

(1) Schoolmen's Week Proceedings, 1925, p. 221

activities and evening schools demands a very nicely articulated plan to keep the school plant in condition where it is in use for so many working hours.

His work is of such a nature that it should be very closely coordinated with that of nearly all the other staff advisors.

Another reference is "The School Plant" by F. W. Johnson, chapter XII, in his book "Administration and Supervision of the High School".

Storeskeeper.

As an assistant to the Plant Engineer there should be a person familiar with stock keeping. Where free text books and supplies are provided there is a great deal of time required in ordering, storing, issuing, and inventorying these. A considerable saving, not only of the time of high salaried department heads and teachers, but also of the supplies themselves, could be effected by the installation of such an officer. This would in no wise interfere with separate departmental storerooms for special equipment, texts, or supplies required during the term. Looking after the lockers and keys is no small item in the large metropolitan high schools.

Other duties could be assigned by the Plant Engineer to him between the opening and closing of the term when he would not be so busy along these lines.

Department Heads.

Of the five things Franklin W. Johnson calls for in an effective program of supervision, the first is a liberal allowance of time for observing teachers at work. The abolition of clerical duties called for by this integrative type of organization would provide this time. It would also provide the time for

personal reading and research to discover what is being done in the way of good teaching and supervision and also for holding conferences, thus meeting his second, third, and fourth requirements. Cooperation with the Research Department would assist in "testing of results" or the fifth requirement.

Clerical Director.

The Clerical Director would direct the efforts of a very much augmented office force, and upon the proper organization and functioning of his department would depend much of the success of the other directors in carrying out their plans and purposes.

"All routine functions such as order writing, filing, stenography and typewriting and the like would be organized on the functional basis or the mass-production principle, as in a well organized factory". (1)

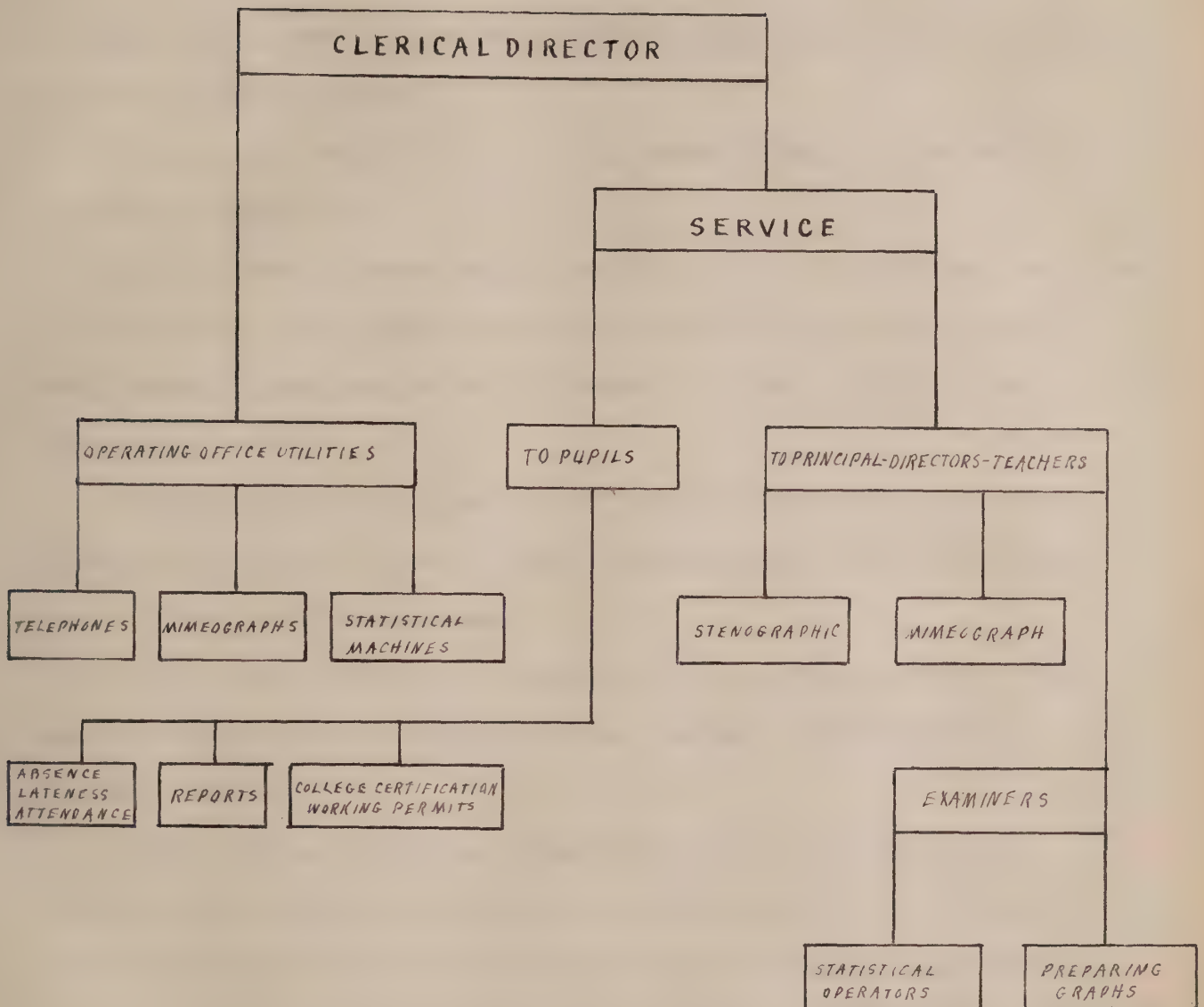
However, where there is a single function requiring a certain degree of judgment such as the correction work of tests, preparation of statistics, etc. which is peculiar to the Research Department, it would be advisable to have these clerks directly responsible to the Director of the division, even though they occupied space in the main clerical office.

This "mixed type" of office organization as described by Galloway on page 19 of his "Office Management" is a common method of dividing up office work, and is used in the functional organization chart of the clerical department shown herein.

The point I wish to stress, however, is the increased number of clerical workers and the reduction of such work now performed by principals, department heads, and teachers.

By the abolition of practically all clerical work from the personnel, even to the preparation and correction of test papers

(1) Schulze: Office Administration, p.126.



by the teachers, and the hiring of these additional staff specialists, it is felt that certain advantages will accrue.

First, the subjective element entering into the marking of test papers would be eliminated. (Perhaps I should say that it is not the intention to prevent a teacher from giving such quizzes or tests as he may desire to ascertain personally the success or failure of his methods.)

Second, the attitude of pupils toward the teacher would thereby be improved.

Third, each teacher could handle larger classes and carry a full teaching load, thus permitting the hiring of additional staff specialists and of an increased clerical force without increasing costs.

Fourth, each department head could then devote full time to supervising his teachers and coordinating and utilizing the work of the staff advisors.

Fifth, the principal would be in a position to be a true leader, executive or manager and not merely a high priced clerical worker.

Sixth, there would be scientific and progressive plans initiated and carried out for the improvement of the entire school along the line of every objective set up as desirable.

Seventh, both principal and department heads could be given invaluable information for the improvement and promotion of the teaching personnel.

Eighth, the knowledge by the teacher of the mentality of his pupils, and the results of the prognostic and diagnostic tests, would undoubtedly reduce the number of failures and thus afford a saving for the augmented supervisory and clerical force.

Ninth, the cooperation of the teachers with the Research Director in carrying on a continuous series of experiments would offer additional incentives for professional attainment.

Tenth, the opportunities for advancement into one of these staff positions would provide additional incentives to the teaching force.

These are some of the important results to be obtained. However, if one were to list the advantages claimed for the work of each of these staff officers, the reasons for adopting this integrative type of organization could be multiplied almost indefinitely.

It is also hoped that the appropriateness of this term "integrative" is now apparent. A school system with high school units such as these would be in a position to justify any additional expenditures that might be called for by reason of the progressive and efficient character of the work. However, as pointed out in the foregoing, it is believed that the savings effected would balance the salaries of the additional workers, provided the clerical workers were hired on a clerical basis of 44 hours per week and not on a teacher basis.

In the school where the writer is teaching at present, there is already provided the Guidance Director or School Counselor, the Plant Engineer and assistant, the Office Director and four assistants, a Physical Director who could serve as Health Director, and a full complement of Department Heads. Thus the only new positions to be created would be a Director of Activities and a Research Director. However, several additional stenographers, typists, and clerical assistants would be required.

Some slight modification of teachers' loads might be required at first until tests could be developed the correction of which would not require specialized training.

PERSONNEL.

When industry feels that the most important product it manufactures is men, how much more significant is this factor in school management.

The willingness of teachers to give to the utmost has never been called in question, but many do not measure up to the highest standard because of being poorly handled and lack of incentive and initiative.

The efficient principal does not complain of his poor teachers, but he makes them good teachers. This he would be able to do more efficiently with the integrative type of organization.

Personnel may well include a high percentage of individuals of medium ability provided it also has men of the right calibre in directive positions.

The definite duty of the responsible executive of every organization which courts success is the understanding of the elements of successful personnel and a continuous effort to obtain and train them.

Many otherwise capable executives fail at this point. This leads to the first essential in organization building and maintenance, namely the insertion of new and young blood into the veins of the organization. This is not to say that the shift of experienced and capable teachers between school systems is not very valuable and vital, not only to their success, but to the advancement of the profession; for men with ideas must meet with opportunity to develop them.

There are business organizations well known as to their success, who deliberately connect themselves with annual college output in order to recount regularly the most promising material. At least a reasonably large percentage, however, of men and women of reputable family back ground, high training, and force of character, should be guided and attracted to teaching and should be chosen regularly.

While the initiative for the selection of teachers is located in a larger percentage of cases in the Superintendent (40.8 of cases according to Koos) (1), nevertheless a principal should wherever possible assist in the selection of those who can best fit the requirements and specifications for the needs of his organization.

Good teachers are attracted by the reputation of a system or principal for fairness, good working conditions, tenure and adequate remuneration.

Generally all personnel should start at the bottom of the organization not merely that the spirit of fairness and equal opportunity may be observed and the element of discouragement be eliminated, but because after all, the background of experience and the element of time are essential features in the growth of most ability.

Ambition, initiative, willingness to concentrate, and intensively, leadership, mental alertness, force of character and adaptability exist in organization personnel. A certain number of teachers with the proper combination, force themselves upon the attention of the principal who generally is more occupied with the details and policies of the school than with its personnel.

(1) Koos: The High School Principal, p. 80.

It ought to be said that not all of those who succeed in doing this may be the most suited either for some particular position in mind or even for the profession.

Of the rest of the personnel it is certain that there are those in the group who possess fundamental qualities and abilities if these are sought and brought out. Their choice is the second essential duty of the principal in relation to organization personnel.

The principal should be interested in developing men for executive positions and each department head should be interested in developing men in his department who are qualified to assume responsibility during his absence, whether temporary or prolonged.

The executive of an organization must have certain standards of performance by which to judge his personnel; perhaps different as to department, but involving long service, steadiness, loyalty, application, accuracy, initiative, dependability, up-to-dateness of work, progression of results, and leadership.

The successful principal generally operates on some such standard automatically. He might obtain an advantage if only as a fundamental basis to start from, especially in a large organization, if he did operate quietly a definite chart. Of course in larger organizations it is more difficult to intimately consider organization personnel than in the smaller group. The utmost skill and ability is required of management to retain and improve the efficiency of the personnel.

Fortunately the old "driving" method has been largely discarded. To use the new method of leading men requires that you know men. The study made by Koos of the training of high school principals reveals only the academic training and leaves

out of consideration this most important phase of his training, viz., his opportunity for leadership.

Because of the education and intelligence of teachers as a class, driving methods yield greater discontent and antagonism. To sedure cooperation, even teachers have to be convinced that it is advantageous to them to cooperate.

One of the strongest appeals naturally is increased remuneration. This cannot be used so directly nor freely as in business, nevertheless the making of it consonant with increased and maintained efficiency and training tends to increased cooperation.

No matter how much we may idealize the profession of teaching, it will always be true of human endeavor that an incentive is needed for men to give their utmost of time and energy. And even more than a monetary reward is required. Personal recognition of merit, and opportunity for something better must be offered. Public acknowledgment of suggestions, sympathetic hearing of complaints, promotion for merit and service alone are some of the more important measures of providing incentives.

A third essential duty of the executive is to furnish training and inspiration. There are a number of practical methods by which the principal can do this, the fundamental objective, is of course, to get men and women to put forth in a consistent and cooperative way their best initiative and effort.

The example of the executive, his fairness in his treatment of his subordinates, constructive criticism of their failings and failures, praise judiciously applied, a consideration of the

abilities of subordinates and a cultivation of them are, of course, some of the proper means.

The setting of standard accomplishments, are great incentives. Men work better and more enthusiastically for specific short time aims. A very valuable method of discovering and of developing ability in organization work may be found in periodical faculty or departmental meetings, where an open discussion of detailed methods and development will not only lead to more efficient teaching, but will bring out the better men, and make each one, when all are called upon to contribute, feel himself a part of the game.

Extension courses along the general line of the work, and an encouragement to teachers to take them offers a fundamental inspiration.

The principal with a vision, and a working plan of inspiration rapidly attains those organization units necessary to complete research and action, and given the necessary guidance is sure of large success.

For after all, knowledge, vision, and inspiration make leadership, and leadership makes success.

STANDARDS.

Control of quality is secured by the adoption of standard specifications based upon the qualities desired in the final product. The report of the commission on the reorganization of secondary education appointed by the National Education Association entitled "Cardinal Principles of Secondary Education" sets forth very clearly the standard specifications which they recommend.

In the elementary school, the desideratum is a larger amount of integration or the mastery of common essentials, whereas in the secondary schools they seek to provide for increased differentiation. In either case limits must be set in order to define the variations from the standard which may be permitted or tolerated. These limits would vary for the different courses, such as the academic, mechanic arts, commercial, etc.

It follows that control of quality is that function which insures the holding of students up to definite quality standards within specified limits. Its principal instrument is supervision which judges and measures the quality actually produced and then provides facts for the management's use in keeping quality under control.

There is a general upward trend toward higher ideal standards. This is due in large measure to the great advance in, and growing acceptance of, applied scientific research.

To achieve definite predetermined standards of quality demands that management shall provide for differentiated curricula, equipment, and methods to meet the needs of the individual pupil, and an understanding guidance and technical training of teachers. Management having full responsibility for the three elements: work, personnel and materiel, an intensive study of each from the quality standpoint offers the best solution of the accompanying problems of control. It is the province of the control of quality to provide methods, organization and means of dealing with the three elements of management from the quality angle.

Obviously, the study of quality of product in a given school should be approached with the product itself as the starting point,

(a) by analyzing the product from the point of view of what is desired; (b) by analyzing quality of product as actually produced from day to day; and (c) by adjusting technique of teaching into to bring (b) into line with (a) as nearly as may be consistent with economy.

Finally quality is the summation of a number of interrelated attributes or characteristics (such as pupil's age, mental ability and application, physical energy, temperament, health, home environment and associates, ideals, habits, skills, knowledge, attitudes, etc.) which tend to change and vary all the time. Some of these characteristics lend themselves to comparison with recognized standards by methods of measurement, while others do not, or else methods of measuring them have not yet been devised. The more definite and specific the descriptions of the dominating qualities, the more accurately do we understand just what the product is intended to be, and wherein it is to differ from the others of the same general class. To state a quality at all accurately, it must be compared with some arbitrarily selected standard. Of course it must be recognized that there is no such thing as an absolutely accurate measurement. This fact leads to one of the most important conceptions of what constitutes quality—the idea that quality is variable. This fact of variability must be clearly appreciated before an attempt is made to fix upon the standards of quality desired, or to take up consideration of the organization and arrangement of the personnel, equipment and methods most suitable for securing these desired standards with the greatest economy.

To set up standards of quality, no matter how thoroughly and carefully it is done, is one thing; to realize those standards

in the actual work in the classroom is quite another thing. Means must be provided for measuring the quality of the work as it is done, together with the necessary organization for seeing that the work is held to standard within economical bounds.

To control quality so as to realize the working standards as nearly as may be requires both logical thinking and masterly management. Someone must exercise the duty of viewing the work closely and critically to ascertain the quality, detect errors, and bring them to the attention of the proper authorities.

One of the first things brought to light by a study of the problem of measuring quality and establishing the necessary organization to secure and maintain this quality, is the fact that supervision is (a) the instrument for quality measurement, and (b) a powerful factor in quality control. It is possible to secure quality of a certain kind and degree without supervision, but in the schools which stand as leaders in their field there is always a well-developed scrupulously maintained supervisory force.

The sphere of influence of supervisory service is far greater than its numerical relationship would indicate, for it reaches into every department. Its dominating capacity as an instrument for assisting in controlling quality, often leads to the serious mistake of placing the responsibility for quality upon the supervisory department. That such an attitude toward the supervisor and his department is untenable is proved by a moment's reflection that the supervisor does not do the actual teaching. Quality or lack of it must necessarily be produced in the student by the teaching force.

Of equal importance is the principle that supervision must be conducted as an independent function. Its effective use is

necessarily predicated upon its recognition and elevation to a point where it is a real factor in management. Teaching is responsible for quality, supervision measures the achievement of the teacher, and in its turn it is checked by the superintendent's department and finally by the parents and public.

Is the school's personnel organized in a way to provide for bringing to the attention of the teachers, in effective form, the things they should know if quality is to be maintained as it is, and systematically improved thereafter? Also does the organization provide a competent person, whose duty is that of directing this improvement with the idea of making progress continuous, conscious and intentional?

It is useless to spend money in bringing valuable facts to light, unless provision is made for using them. Education is the first step toward accomplishing this result, and to be effective, it should be reinforced by methods which make it clear to the teacher that it is to his interest to put these lessons into practice.

With the assistance not only of the department heads, but also of the various functional advisors or directors, the very best advice can be concentrated upon every phase of the work. After an investigation and analyses has been made, the best practices should be written up and a copy given to those responsible for putting them into action.

Close supervision will result in improved teaching and also help to discover more efficient means of procedure.

A knowledge of the best that is being done in the field, should be obtained from current magazines and periodicals and also from visitation to other schools, conventions, and the like.

Finally, some economical sort of system should be devised to present the statistics of the school in clear and useful form for guidance.

In short, the whole process of controlling quality involves applying the scientific method. Beginning with an untiring and systematic search for facts, we pass to a truthful, accurate and sensible use of them in refining the work of the teacher.

THE QUALIFICATIONS OF A PRINCIPAL AS A MANAGER.

So much has been written concerning the qualities of a successful principal that I shall not attempt any enumeration or discussion of the qualities of that myth-- the ideal principal. However, I should like to raise the question as to whether or not these writers did not have in mind that paragon of the old autocratic days.

"The wholesome and practical theory of an associated life, built upon a program of interdependent relationships, affords a truer basis for an understanding of our American ideals and social organization." (1) If we accept this theory, and if the principal is aware of the duties of his position, his needs to fulfill these duties democratically are but three: Do I know what qualities I possess that are essential to the carrying out of these duties? Do I know wherein I lack? Do I have in my personnel those who can supplement my own lack; if not, are there any who can be developed, or must I seek elsewhere?

It seems to the writer that this shared or organization point of view in management is gaining in its adoption by the more progressive principals.

(1) Harry L. Miller: Directing Study, p. 263.

SUMMARY.

Good management, then, accomplishes these results: it provides definite and progressive policies or ideals, creates proper organization, coordinates and directs efforts and resources, improves the personal efficiency of the staff, secures better teaching results, improves teaching methods, and eliminates wastes.

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